Chapter 4 Developing Projects Using the Local Agency Guidelines

4.1 General Discussion

The previous three parts of this manual explained how local agencies may qualify to receive Federal Highway Administration (FHWA) funding for their transportation projects. The remainder of the manual explains procedures for developing specific projects.

Once a local agency has qualified to receive FHWA funds, as described in Chapter 2, the next action is to apply for authorization of funds to develop specific projects in its transportation program. Depending on their size and complexity, different projects may require different development procedures. The remaining parts of the manual are arranged to reflect these differences.

The next part, "General Project Development," Chapters 6-12, describe activities required during preliminary engineering on all projects.

The parts entitled "Design" and "Construction and Post Construction," Chapters 13-17 and 18-20, offer the local agency a choice of procedures, depending on whether the state will administer its construction contracts.

The specific requirements for a project may change as project development progresses and as more information about a project becomes available. Further details of the specific requirements are shown in the Project Development Process Flow Chart and Checklist. The meanings of unfamiliar terms may be found in the Glossary. Once the local agency has identified the steps required on a particular project, only the parts in the manual that deal specifically with those steps need to be referred to.

4.2 Project Development Process Overview

This section describes the project development process by setting forth project phases, documentation requirements, options for construction administration, and required reviews and approvals.

4.21 Phases of Authorization

FHWA funds may be authorized for the following project phases:

- a. Preliminary engineering
- b. Right-of-way acquisition
- c. Incidental Construction
- d. Construction
- e. Construction Engineering

Requests for preliminary engineering funds are required to be made in advance of the right-of-way acquisition, environmental studies, or public hearings to receive proper reimbursement for the costs. Construction funds may be requested with preliminary engineering funds when:

- a project does not require any of the items mentioned in the previous paragraph,
- the final Environmental Document approved, and
- the local agency will start construction within six months of fund authorization.

4.22 Documentation Required for Authorization of Funds.

- a. Preliminary Engineering Funds. When applying for preliminary engineering funds only, the following documents are required:
 - 1. Project Proposal (Chapter 6).
 - 2. Local Agency Agreement (Chapter 7).
 - 3. Typical sections, vicinity map, and evidence of PCC Approval date, TIP/STIP inclusion.
- b. Right-of-Way Funds. When applying for right-of-way funds, after preliminary engineering funds have developed right-of-way plans, the following documents are required, if appropriate:
 - 1. Supplement to original Local Agency Agreement (Chapter 7).
 - 2. FHWA approval of environmental documents (Chapter 9).
 - 3. Relocation plan, if relocation is required (Chapter 10).
 - 4. Right-of-way plan (Chapter 10).
 - 5. Right-of-way Project Funding Estimate or True-Cost estimate (Chapter 10).
 - 6. Evidence of TIP/STIP inclusion.
- c. Incidental Construction
- d. Construction Funds. The following documents must be submitted to request construction funds:
 - 1. Supplement to Local Agency Agreement.
 - 2. Right-of-way certification (if required).
 - 3. Final FHWA approval of environmental documents (Chapter 9).
 - 4. Evidence of TIP/STIP inclusion.
 - 5. PS& E
- e. Combined Preliminary Engineering and Construction Funds (no right-of-way acquired). When applying for preliminary engineering and construction funds simultaneously, the following documents are required:
 - 1. Project Proposal.
 - 2. Local Agency Agreement.
 - 3. Final FHWA approval of environmental documents (Chapter 9).
 - 4. Typical sections, vicinity map, and evidence of STIP inclusion.

4.23 Construction Contract Administration

The local agency has the option of:

a. Administering the contract if it has approved certification acceptance procedures and operates in compliance with Chapter 3.

- b. Requesting that MDT administer the contract.
- c. Performing contract administration by a consultant (Chapter 12). The local agency still must have a full-time employee in charge.

4.24 Reviews and Approvals

The chart below shows required approvals for urban projects using local CA. These actions apply to non-NHS, regardless of project funding source.

Action		Local STP-U
a.	PE Fund Auth. and Modify/Supp.	FHWA
b.	Exceptions to Design Stan.	State
c.	Design App. (inc. prelim. And	Local Agency
	dv. detail br. plan app.)	
d.	Experimental Work Plans	FHWA
e.	PS&E Approval	FHWA
f.	State furnished mat. Cost-	Local Agency
	effective determination	
g.	Prop item, pub. mt. find.	FHWA
h.	Concurrence in Award	State
i.	Buy America Exemption	FHWA
j.	Tied Bids	Local Agency

When the local agency is the approving authority for any phase of work, it must operate within the *Local Agency Guidelines* and all applicable federal, state, and local laws and regulations. As outlined in Chapter 3, MDT will monitor the agency's procedure. MDT is the approval authority when the local agency is not certified.

4.3 Standards

STP-Urban standards are addressed in Chapter 14. The local agency and any consultant(s) and/or contractor(s) it may employ will design the project to MDT Geometric Design Standards for Urban and Developed Areas and to serve design year traffic. The following documents provide additional guidance and can be used as long as they do not conflict with the MDT Geometric Design Standards for Urban and Developed Areas: AASHTO – A Policy on Geometric Design of Highways and Streets; Montana Public Works Standard Specifications (MPWSS).

4.4 Project Development Process Flow Chart and Checklist

The flow chart (see Appendix 4.51) and checklist (see Appendix 4.52) depict the sequence of major activities necessary to develop transportation projects using FHWA funds.

It is recommended that a copy of the checklist be inserted in the project file and used to initiate and document the activities necessary to complete a project.

4.5 Appendices

- 4.51 Project Development Process Flow Chart
- 4.52 Project Development Checklist

Appendix 4.51 Project Development Flow Chart

Phase I Proposal Development and Project Approval



Phase II
PSA Development and Execution



Phase III
Preliminary Engineering
(9102 Account)



Phase IV
Incidental Construction, Right Of Way
Acquisition, Construction,
Construction Engineering, Other



Phase V Project Closeout

Appendix 4.52	Project Development Checklist
Project Title: _	
Project Locatio	n:
Road or Street	Number: FA Program:
Date	
Initials or NA	Project in STIP Project in STIP Federal aid program form (Sheet 1 of Proposal) to: Metropolitan planning organization Or MDT CTEP Office Program of projects approved by appropriate agency
	Project Proposal (Chapters 6, 9, 13, and 15) Sheet 1 Project information, local agency project number Description of proposed work and existing facility Cost estimate of all phases Proposed obligation date Environmental determination (Cat Ex, EIS, EA) Request species listing from USFWS and MNHP Signature block
	Sheet 2 Geometric design data Accident data Environmental considerations Performance of work
	Sheet 3 Right-of-way relocation Utility relocations FAA Involvement Signature Resurfacing and Rehabilitation safety checklist, typical roadway, vicinity map Project application checklist

Local Agency Agreement (Chapters 7 and 8)

<u>Initials</u>	or N/A	
<u> Illitiais</u>	0110/A	Billing address
		Description of work matches proposal
		Check math on agreement
		Federal aid matching percentage
		Method of financing
		Agreement signed by approving authority
		Request Preliminary Engineering Funds
		(Chapter 4)
		Project programmed
		Project application package to MDT CTEP Engineer
		Project proposal with attachments
		Local Agency Agreement
		Project application checklist completed
		PE funds authorized by MDT CTEP Engineer
		Consultant Selection Process
		(Chapter 12)
		Independent estimate for consultant services and recommendation (request) to approving authority
	_	Receive approval to advertise for consultant services
		Advertise for consultant services
		Develop consultant evaluation selection criteria
		Select minimum of three best-qualified firms
		Submit request for approval of selected firm to approving authority
		
		
		Negotiation completed submit final draft of agreement, etc., to the approving authority
		Receive approval from approving authority
		Agreement signed by consultant Agreement executed by approving authority (consultant may now begin work)
		Notice to proceed sent to the consultant
		Send copy of agreement to MDT CTEP Engineer.
		Consultant Administration (Chapter 12)
		(Chapter 12)
		Oversee the consultant's work and billings to ensure compliance with the agreement
		Prepare diary to record discussions and visitation with the consultant
		Check consultant billings regarding employee classification, wage rate, actual invoices for direct
		non salary costs, etc.
		Enter consultant payment on ledger system
		Conduct consultant employee interviews

Environmental Processes

(Chapter 9)

	Date	
<u>Initials</u>	or N/A	
		Categorical Exclusion
		For Categorical exclusion to be approved by FHWA complete the Endangered Species Act (ESA)
Biological	Assessment	
		(BA) process and Section 106 process
		Submit species listings requests
		Submit determination of APE to MDT Cultural Resource Staff
		Complete the Environmental Classification Summary (ECS) using the listings
		Submit completed draft biological resource report (BRR) to MDT CTEP Engineer
		Satisfice completed draft of of ogfetal resource report (Brate) to 1415 1 2 121 2 13 gifteen
		Submit completed Section 106 documentation to MDT CTEP Engineer
		Revise and re-submit BRR to MDT
		Get concurrence from MDT and/or USFWS
		Get concurrence as necessary for affects greater than "no affect" from MDT and/or
		USFWS
		Submit concurrence letters for BRR and Section 106 requirements, final BRR, final
		Section 106 documentation, and final ECS to MDT CTEP Office for FHWA approval
		Environmental Assessment
		Prepare MEPA/NEPA checklist for local environmental assessment
		Submit draft environmental assessment to MDT CTEP Engineer
		Revise draft environmental assessment
		Approve draft environmental assessment
		Publish environmental assessment notice
		
		Publish opportunity for public hearing
		Submit revised environmental assessment and legal notice to MDT CTEP Engineer
		Finding of no significant impact by FHWA
		-Or-
		Establish requirement for Environmental Impact Statement
		Environmental Impact Statement
		(Chapter 9)
		(Chapter 9)
		Publish notice of intent
		Submit interdisciplinary team recommendations to project manager
		Develop public involvement plan
		Develop data inventory and evaluation from interdisciplinary team
		Project manager reviews preliminary discipline reports
		Submit preliminary Draft Environmental Impact Statement to MDT CTEP Engineer
		Receive Montana Department of Transportation comments on above
		Submit camera-ready Draft Environmental Impact Statement to MDT CTEP Engineer for
		signature
		Receive approval to print Draft Environmental Impact Statement
		Submit circulation copies to MDT CTEP Engineer
		Publish in Federal Register (minimum 45 days comment period)
		For state route, obtain Montana Department of Transportation approval before advertising for
		public hearing
		Advertise opportunity for public hearing
		Submit preliminary Final Environmental Impact Statement and draft record of decision to MDT
		Receive comments from MDT CTEP Engineer
		Receive approval to print Final Environmental Impact Statement
	Deta	Submit final Environmental impact Statement to MDT CTEP Engineer
	Date	

<u>Initials</u>	or N/A	
		Receive FHWA approval
		Circulate final Environmental Impact Statement
		Final record of decision approved by FHWA
		Location and Decign Approval
		Location and Design Approval
		(Chapter 15)
		_ Submit project proposal
	<u> </u>	
		Concurrence with BA effect determinations
		_ ECS approval by FHWA
		For major bridge project, submit type, size, and location study to MDT CTEP Engineer
	_	
		Obtain location and design approval
		Publish design approval notice
		Pight of Way Funding and Acquisition
		Right-of-Way Funding and Acquisition
		<u>Funding</u> (Chapter 4)
	_	_ Project in STIP
		·
		 Submit right-of-way acquisition plan, right-of-way project funding estimate or true cost estimate,
		supplement to Local Agency Agreement and FHWA approval of environmental documents, to
		MDT CTEP Engineer with request for right-of-way funds
		Receive authorization to acquire ROW from MDT CTEP Engineer
		Acquisition (Chapter 10)
		A
	-	Acquisition procedures approved by MDT CTEP Engineer Set up documentation file for each parcel
		Set up commitment file Set up commitment file
		Appraisal:
		_ Appraiser meets MDT criteria
		Give landowner opportunity to accompany appraiser
		Signed appraiser certification in file
		Appraisal Review:
		_ Appraisal reviewer meets MDT criteria
	<u> </u>	_ Date of value determination precedes commencement of negotiations
		_ Just compensation set by agency
		_ Signed review appraiser certification in file
		Nagatigions
		Negotiations: Ensure that private firms negotiators are licensed and have a licensed broker
		Prepare diary of all owner contacts
		_ Make appointment with property owner
		Give owner written statement of just compensation
		Ensure that settlement contains construction clauses
	Date	
<u>Initials</u>	or N/A	
		Obtain evidence of clear title
		Specify salvage

Relocation Plan:
 Approved by MDT
 Furnished plan to person scheduled to be displaced
 Send written notice to vacate
 Pay last resort housing costs
 Check for filed appeal against local agency offer
 Complete relocation
 Complete acquisition
 Complete administrative settlement documentation
 Place a copy of deeds in file
 Send:
Letter of certification LPA coordinator conducts certification review
LFA coordinator conducts certification review MDT's certification by MDT CTEP Engineer
MD1 s certification by MD1 C1EF Engineer
Plans, Specifications, and Estimates
(Chapters 9, 11, and 16)
Review commitment and correspondence file
 When applicable, secure the following permits or interagency coordination:
Airport roadway clearance from FAA
Coastal zone management compliance from DOE
For cultural, archeological, or historic sites SHPO contacted
Obtain concurrence letters for environmental determination
Request updated ESA species lists every six months
When waters modified or controlled, USFWS and State Department of Fisheries and
Wildlife consulted
When stream is affected, permit from DOE
For timber supporting land, permit from DNR
When construction might reduce water quality, contact DOE
For quarries of <u>2 acres (0.81 ha)</u> and <u>10.000 tons (9 091 metric tons)</u> or moreDNR
contacted
Waters/wetlands Army Corps of Engineers contacted
For navigable waterways, permit from Coast Guard obtained
If wetlands are affected, U.S. Fish and Wildlife Service or National Marine Fisheries
Services contacted
Utility agreement obtained
Railway agreement(s) obtained
 PS&E completed:
Vicinity map
Summary of quantities
Pit, quarry, stockpile, and waste sites
Reclamation plansRoadway sections
Roadway sectionsPlans/profiles
Structure notes
Structure notesSigning
SigningIllumination
Bridge plans
Standard plans
Sheets numbered and dated
Each sheet signed and stamped by Professional Engineer
Bridge plans, design calculations, and soil report to MDT
CTEP Engineer (State Ad and Award only)
Form FHWA-1273 and latest amendment included
Log of test borings

	Training requirements
	EEO requirement clauses
	For steel. Included Buy America requirement
	Traffic control special provisions
	Specialty items
	General special provisions and amendments arranged in order and indexed
	Project proposal
	Federal Aid Proposal Notices (2 pages)
	Noncollusion Declaration
	Contract
	Certification for Federal Aid Contracts (Lobbying)
	DBE Utilization Certification
	Engineer's estimate complete
	Documentation for each item in engineer's estimated
	Justification for nonparticipating items
	Detailed documentation for lump sum items available in project files
	Estimate to MDT CTEP Engineer
	Training goal set by MDT CTEP Engineer
	Sources approved by approving authority
	Approval of stockpiling by MDT CTEP Engineer (when payment is requested for
	material when stockpiling aggregates, etc., for use on a future federal aid project)
	Distribution of preliminary plans as determined by local agency
	_ Field review of PS&E (State Ad and Award only)
	_ For tied bids, letter from approving authority
	_ For State Ad and Award, financial responsibility letter with PS&E documents sent to MDT CTEP
	Engineer
	_ PS&E approved by approving authority
	Plans, contract specifications and estimate stamped, signed, and dated, and on file in the local
	agency office
	_ State and federal wage rates added to ad plans
	_ PS&E sent to MDT CTEP Engineer
	Request Construction Funds
	(Chapter 4)
	_ Project in STIP
	Send letter with the following attachments to MDT CTEP Engineer requesting construction funds:
	Supplement to Local Agency Agreement, if project includes other phases
	Letter of right-of-way certification
	Final FHWA approval of environmental documents
	Local Ad and Award
	Advertise for Bids (Chapter 17)
	Chapter 17)
	Get Highways and Local Programs Contract Number from MDT CTEP Engineer
	Approve ad period of less than 3 weeks
	Publish notice of bid opening
	Date of publication for sealed bids
	Date of pasticulian for source of the

Bid Opening (Chapter 17)

<u>Initials</u>	or N/A	
<u>minais</u>	<u>01 14/A</u>	Issued addendum (if within one week of bid opening, bid opening should
		be delayed)
		Opened Bids
		Prepared bid tabulation sheet
		Completed bid and bidders tabulation sheet
		Checked DBE participation project goals verify DBE certification status
		Determine contractor qualifications
		Control to a linear of an arraying district for a false of the atom of Mantana
		Award recommendation sent to approving authority
		When low bid is over engineer's estimate, submit justification and letter of award
		recommendation to approving authority
		Submit supplement to Local Agency Agreement
		Supplement approved by Assistant Secretary for Highways and Local Programs
		Award of Contract (Chapter 17)
		Establish contract award date,
		Sent 'Award Letter" to successful low bidder
		Sent 'Condition of Award' to successful low bidder if DBE goals are set in the contract
		Notify all unsuccessful bidders
		Return bid bonds (except for first three)
		Notify second and third bidders of holding bid bonds until execution
		Sent to MDT CTEP Engineer:
		Tabulation of bids
		Engineer's estimate
		Actual versus estimated costs shown in Local Agency Agreement
		Award letter
		DBE utilization certification
		Estimated date of contract completion
		DATE OF AWARD IS CUTOFF FOR CHARGING TO PRELIMINARY ENGINEERING
		Construction Administration
		Execution of Contract (Chapter 17)
		Sent contract and contract bond papers to contractor for signature
		"Certificate of Insurance" received from contractor
		Approving authority executed contract documents
		Notified the contractor by phone of the execution of the contract
	_	Executed a copy of the contract to contractor
	_	Sent notice to proceed to contractor, with cc to MDT CTEP Engineer
		Returned bid bonds to second and third bidders
		<u>Preconstruction Conference</u> (Chapter 18)
		Notice of preconstruction conference to:
		Contractor
		MDT CTEP Engineer
		Affected utility companies
		Police department
		Fire department

	Hospital
	Ambulance service
	Post Office
	Others
	omors
	Preconstruction conference agenda prepared
	Preconstruction conference held
	Minutes of meeting to:
	Contractor
	Subcontractors
	MDT CTEP Engineer
	Other attending persons
	Other attending personsInvited but not represented agencies
	Project file
	"Training Program":
	Received from contractor
	Approved by agency
	"Apprentice/Trainee":
	Approval request from contractor
	Approved by agency
	Construction Documentation (Chapter 19)
	"Record of Material Testing" received from MDT Materials Laboratory
	Contractor provides copies of permits obtained from other agencies and/or property owners:
	Montana State Dept. of Wildlife/Fisheries-Hydraulic Permit
	Montana State Dept. of Ecology
	Irrigation Regional
	Burlington Northern Railroad
	Union Pacific Railroad
	Air Pollution Control Authority
	/III I on a for a formation in the
	
	Temporary water pollution control plan approved
	Agency requests updated ESA species listing every six months
	Approved contractor's progress schedule
	Received railroad insurance from contractor
	Construction diary started
	Inspector's diary started
	'Certification of Materials Origin" received from contractor
	Material source approval received Plans for falsework and forms:
	Received from contractor
	Approved by agency
	Required job site posters placed by contractor
	FHWA 1495 and 1495A "Wage Rate Information"
	FHWA 1022 "Fraud Notice Poster"
	OFCCP-1420"FF0 is the Law"
	WISHA Ll-41 6-81 'Safety and Health Protection on the Job"
	Industrial insurance posterLl-242-91
	Your rights as a workerF700-053-000
	Family care and maternityF700-025-000
	Approved "Statement of Intent to Pay Prevailing Wage"
	Copy of wage rates from contract documents
	Daily construction signing records started (Checked twice daily and recorded)
	Weekly statement of working days started
	Material acceptance sampler appointed
	Material independent assurance sampler appointed
	Appointed office engineer for progress estimates and final records

Chapter 4	4	Developing Projects Using the Local Agency Guidelines
		Obtain a copy of the scale certifications
		Daily scale check
		Received FHWA Form 1391 for each July from contractor and subcontractors
		FHWA Form 1392 prepared and sent to MDT CTEP Engineer
		Received "Request to Sublet Work" and "Subcontractor or Agent Certification" from contractor
	<u> </u>	Approved request to sublet (subject to 70 percent limit) Received "Intent to Pay Prevailing
		Wages" from contractor, subcontractors, and agents
	-	Received approved "Intent to Pay Prevailing Wages" from Labor and Industries (required before
		first payment)
	·	Checked first certified payroll from contractor and subcontractors to ensure payment of
		prevailing wages
		Conducted random check of each successive payroll
		Wage rate interviews conducted Charled applicacy interviews wage rate against certified payrell and Labor and Industries
	· ·	Checked employee interview wage rate against certified payroll and Labor and Industries approved prevailing rate
		_ Assigned Change Order Numbers
		(MDT CTEP Engineer approval required when change order will alter the termini, character, or
		scope of work. Approval must be obtained before effective date of change order to be eligible
		for federal participation.)
		Prepare change order that details basis and need for the change
		Extension of time approveddays
		Change order signed by contractor
		Change order signed by surety (if required)
		Verbal approval obtained from approving authority
		Signed by approving authority
		Original sent to contractor
		Copy of approved change order sent to MDT CTEP Engineer
		Supplement to Local Agency Agreement approved by MDT CTEP Engineer
	-	Obtained copy of monthly estimate
		Verified and documented that DBE is performing a commercially useful
		function prior to making a monthly payment
		Prepared estimate
		Checked estimate
		Estimate sent to contractor
		Estimate received from contractor Obtain all "Intent to Pay Prayailing Wages" forms (for first month only no
		Obtain all "Intent to Pay Prevailing Wages" forms (for first month only; no payment can be made to the contractor until the form is received)
		Overview of DBE Work (Chapter 11):
		Verify work being done per Condition of Award Letter
		Conduct on-site review(s) of each DBE to determine if the DBE is performing a
		commercially useful function (CUF)
		Review change orders that affected DBE work
		DBE goal change approved by Assistant Secretary for Highways and
		Local Programs
		Overview of EEO (Chapter 11):
		Agency designates an EEO officer
		Conduct on-site compliance review
		Monitor DOT Form 820-010 each month for each trade
		Notify contractor of compliance or non-compliance with the contract provisions
		Ensure EEO signs are posted
		Project Completion
		Project Completion (Chapter 19)
	Date	
<u>Initials</u>	or N/A	
		Prefinal inspection by local agency and contractor completed

Chapter 4	Developing Projects Using the Local Agency Guidelines
	Final inspection by local construction agency and contractor completed
	D (CN) A ' M 1 M ('1 (G) 1 G (1 0 C C) ' 1 C
	•
	days
	liquidated damages
	Letter sent notifying contractor of assessed liquidated damages
	Copy of completion notice requesting inspection and acceptance by MDT and FHWA sent to
	MDT CTEP Engineer
	Contractor submitted claim
	No claim submitted
	Notice of completion to:
	Department of Labor and Industries
	Department of Revenue
	Received from contractor
	Received "Affidavit of Wages Paid" from contractor and subcontractors
	Received "Quarterly Report of Amounts Credited as DBE Participation" from contractor
	Release received from Department of Labor and Industries
	Comparison of preliminary and final quantities sent to approving authority
	Final record book #1 completed
	Paid final estimate
	Released retained percentage from escrow or mailed check to contractor
	Project Closure
	(Chapters 8 and 20)
	•
	Completion letter sent to MDT CTEP Engineer (within 15 days after project is completed)
	Final billing sent to MDT CTEP Engineer (within 90 days after completion)
	Completed final field inspection by the MDT CTEP Engineer. Deficiencies (if any) will be noted
	on DOT Form 140-500.
	Resolve deficiencies found during the above field inspection
	Informed by MDT CTEP Engineer of MDT final billing approval